


**PROPOSAL FOR  
LOCAL GOVERNMENT  
REFORM  
IN THE AREA  
WEST OF  
METROPOLITAN  
TORONTO**



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PROPOSALS FOR LOCAL GOVERNMENT REFORM

IN THE AREA

WEST OF METROPOLITAN TORONTO

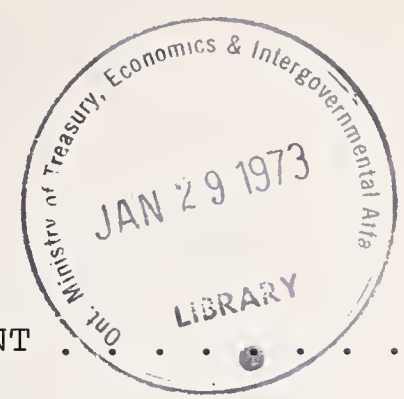


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MINISTRY OF TREASURY, ECONOMICS AND INTERGOVERNMENTAL AFFAIRS



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## THE NEED FOR STRONGER LOCAL GOVERNMENT

When Martin Switzer of Churchville went to Toronto to pay his taxes to Treasurer Powell of the Home District, he entered a complaint ... He figured up the tax paid in his own township and said he could not see what the people were getting in return, since they were left without bridges even, save such as they built for themselves.

-- from The Pioneers of Old Ontario by  
W. L. Smith, (George N. Morang, 1923.)

Such was the state of local government in Ontario of the mid-19th Century.

The remarkable point is not that conditions have changed so much since those days, but that so many local governments have not.

Of the municipalities then taking shape, many today still have essentially the same territory, the same basic makeup and the same powers -- or lack of them -- as they had when they were formed a century and a quarter ago.

But in those days the taxpayers' needs and demands were as simple as those bridges Martin Switzer complained about. Local controversies raged around such questions as whether six dollars a year was too high a levy for any man to pay to send a child to school.

In all of Upper Canada there were fewer people than now live in the three counties west of Metro Toronto.

In those days, social security was unknown, pollution control was unheard of, and water supply was a matter of individual concern. Towns and villages drew their boundaries in places that made a lot of sense in those days but have no relevance to the problems of the late 20th Century. Those pioneer local governments were never intended to carry out community planning, to pass and enforce zoning by-laws, to negotiate and repay huge capital loans, to finance, build and maintain roads, to operate welfare systems, to own and operate parks and recreational buildings, or to administer a dozen and one other modern community needs.

By the mid-20th Century, Ontario had become a conglomeration of 900-odd municipalities, all scrambling to attract growth, especially industrial growth. Without industry they would not have enough assessment -- and, hence, enough tax revenue -- to pay for the proliferating needs of their own citizens.



Growth for growth's sake became the name of the game, and with it came overcrowding, traffic congestion, pollution, housing shortages, uneconomic strip development -- and the fierce rivalries and jealousies of neighbouring municipalities inclined to work not just separately but often at odds with each other.

What can a municipality do, for instance, if a well-established housing development suddenly finds a row of industrial plants springing up right next to it -- just across a municipality boundary?

How can any one local administration plan and run a transit system fairly and economically when many riders live in one municipality and work in another?

How can an assessment-hungry council be dissuaded from urging industry to locate on land that would better serve the whole region as park or rural greenbelt?

And in the scramble for industrial assessment, how can a tiny municipality compete against its big neighbours for industries wanting ready express routes to markets and larger labour pools close at hand?

As these questions arose repeatedly, one answer became increasingly clear. Costly urban sprawl and wasteful competition must be halted. To do their job, local governments must be broader and stronger. They must be able to control and guide growth within whole regions of the province. At the same time they must have broad bases of assessment.

Out of this urgent need has developed the Ontario government's program of local government reorganization. In some instances, the solution has been found in two-tier regional governments, such as Niagara, York, Sudbury, Waterloo and Ottawa-Carleton. In other instances, such as Thunder Bay and Timmins, amalgamated governments have been incorporated -- with large areas under their control -- for broader planning and broader tax bases.

#### SIGNIFICANT ADVANTAGES

Strong, broadly-based local governments have many advantages over old-style municipalities. Among them:

##### 1. Better strategy for growth

New regional governments are finding that their member communities, freed of the direct and constant pressure to find new assessment regardless of the unpalatable side effects, can flourish better and make more sensible use of their natural assets. Industry can be guided into the most logical sectors of a region without depriving other sectors of tax revenue.

In the course of selecting its own industrial sites for the greatest strategic effect, a regional municipality can reduce associated costs. For instance,

regional planners can perhaps save on road-building costs by guiding new industry into a location where existing roads can serve. In contrast, a small municipality, with fewer sites to choose from, might have to build a whole new road system. On the other hand, if new roads are needed, a region can finance them more readily.

Meanwhile, the social costs of new industry become manageable. By concentrating growth in the most logical locations, the region can relieve its own rural areas from the old pressures of urban expansion. Its rural areas, no longer obliged to attract industry for the sake of tax revenue, can remain rural.

## 2. Greater responsiveness

In a traditional municipality, a taxpayer who approaches his council with a problem may be referred to the hydro commission, the conservation authority, the police commission, the planning board, or the library board. Lacking satisfactory answers from one or more of those bodies, he may find it impossible to pinpoint responsibility to his elected representatives.

Meanwhile, these local bodies may be complicating, rather than easing, the council's own policy-making and priority-setting. Each special-purpose body may be going its own way, following its own priorities, without reference

to the others. The concept of integrated community service is lost, and the careful management of scarce resources becomes unattainable.

In contrast, new regional municipalities are taking over many of the responsibilities traditionally held by these special-purpose bodies. Regional councillors are thus able to co-ordinate each activity with the others -- and meanwhile bear full responsibility for policy decisions. Thus the advantages of an integrated approach are combined with a form of government in which elected representatives are obliged to be responsible to the people.

### 3. Skilled administration

Every modern government needs skilled administrators and other professionals, either on staff or on call as consultants, to provide legal, technical and administrative know-how. Municipalities must be financially strong to afford such skills.

### 4. Better protection

Police protection becomes more economical and more practical when its administration is handled regionally. In some municipalities, taxpayers are paying twice for their police protection -- once through property tax on their urban homes, and a second time through provincial taxes that finance OPP services in rural areas.



5. More effective dealings with other governments

As they grow larger and stronger, Ontario's municipalities will be better able to negotiate with senior governments for a fair share of the total tax dollar. This is essential if the municipalities are to meet their own residents' demands for better and more numerous services.

At the same time, the Ontario government will be looking more and more to the municipalities for assistance and backing in discussions over revenue-sharing with the federal government, and for ideas and advice about the most efficient ways of meeting community needs.

In its own self-interest, each municipality will find there is increasingly strong motivation to improve its bargaining position in relation to all the other municipalities competing for provincial attention and resources. It is a simple fact of life that stronger, larger regional governments will have their voices heard more readily at Queen's Park than a multitude of municipalities acting separately.

These are among the many reasons why the old fragmented, unco-ordinated conglomeration of municipalities must give way to a more modern system of local and regional government.

With these advantages in mind, the proposals that follow have been carefully designed to provide the mechanism with which municipalities west of Metropolitan Toronto can cope with the changes and meet the new challenges that will surely confront them in the remaining decades of this century.



## PREVIOUS PROPOSALS

The need for municipal reform in the area west of Metropolitan Toronto has long been recognized by local representatives and the Ontario government. Several provincial and local studies have given rise to proposals since the mid-1960's.

The Plunkett Report was the result of a commission appointed in 1965 by the Minister of Municipal Affairs to review local government in the Peel-Halton area. Commissioner Thomas J. Plunkett recommended dividing the area into two separate one-tier municipalities. One was to be an urban municipality across the southern Mississauga-Oakville-Burlington corridor; the second, a rural municipality covering the northern parts of Peel and Halton counties. Many local leaders and residents rejected the Plunkett recommendations, and so they were never carried out.

A provincial proposal was offered in 1969 by the Minister of Municipal Affairs as an alternative to the Plunkett recommendation. Under this newer proposal, Peel-Halton would have become a two-tier region composed of seven area

municipalities, including, tentatively, the Town of Burlington. This proposal met with some acceptance, but not enough, in the government's opinion, to make it work. The proposal was withdrawn while local committees in each county studied the matter further and made suggestions to the province.

County councils in Peel and Halton have conducted extensive studies and have made separate recommendations to the province on municipal reform. Both have suggested regional governments within their own present county boundaries, although Halton has said it would be willing to have its eastern boundary altered.

Peel County last September suggested a two-tier system of government with three area municipalities. Functions would be divided between the two levels as in other Ontario regions. These recommendations were not endorsed by all municipalities in Peel, but they were favoured by municipalities representing a majority of the county's population.

Halton County suggested that it should become a region of three municipalities -- one centred on Burlington, a second on Oakville and a third covering North Halton. It said that lands in the east part of Oakville belonging to the Credit River watershed should not be part of the region.

The Town of Milton, in a separate brief, differed with Halton over proposed boundaries. Milton said the region should have a fourth area municipality that included itself. Residents in the surrounding area sent the province briefs supporting this contention.

Steele, Jarrett and Morison were engaged in 1967 to undertake a study of local government in the Hamilton-Wentworth area. Their report, presented in 1969, recommended establishing a two-tiered region to include Hamilton, Wentworth County, the Town of Burlington and the Town of Grimsby. Grimsby rejected the idea, saying its proper place lay in the then new Niagara Region. Burlington objected to being part of the Hamilton-centred region, maintaining that its interests lay increasingly with the municipalities to the east. In any local government reform it wanted to be included with the municipalities of Halton County.

## PROBLEMS WITH THE PRESENT SYSTEM

With Hamilton functioning as a separate city, municipalities still under the jurisdiction of Wentworth County have found it impossible to carry out effective planning or co-ordinate their services. The Hamilton-Wentworth Area Planning Board has done its best under the circumstances, but it has been unable to apply broad strategies to the whole area because local authority is fragmented, assessment is not being shared, and no central municipal body is responsible for decisions about services. Devising a plan of strategy becomes impossible when the approval of eleven municipalities must be sought.

In Peel and Halton counties, the situation is different but the basic needs are similar. No municipalities there have been separated from the county system (as Hamilton is) but the need exists among municipalities for co-ordinated planning and development of major municipal services. This need will intensify as the concept of the Toronto-Centred Region is developed. Meanwhile, the question of sharing returns from tax assessment will become more urgent. It is generally recognized that these problems can be resolved more easily if there are fewer than the 31 municipalities that now make up the area west of Metro Toronto.

Since any significant changes in local government in Peel and Halton would inevitably have an effect on Hamilton and Wentworth (and vice versa), proposals for reorganizing this whole area are included in this single, comprehensive document.



## IMPLICATIONS OF THE TORONTO-CENTRED REGION

The province's concept for development of the Toronto-Centred Region has deep implications for all municipalities within it. Since part of the plan is to focus growth in specific locations separated by greenbelt, considerable stress will fall onto the various municipal structures. New industries and an additional population of several hundred thousand will create needs for:

- broad planning strategies;
- co-ordinated servicing;
- the capacity to share new tax revenues effectively and equitably;
- a stronger municipal system with broader responsibilities for planning and servicing;
- an alternative to the traditional intermunicipal competition for development and assessment.



## REGIONAL MUNICIPAL PROPOSAL FOR PEEL

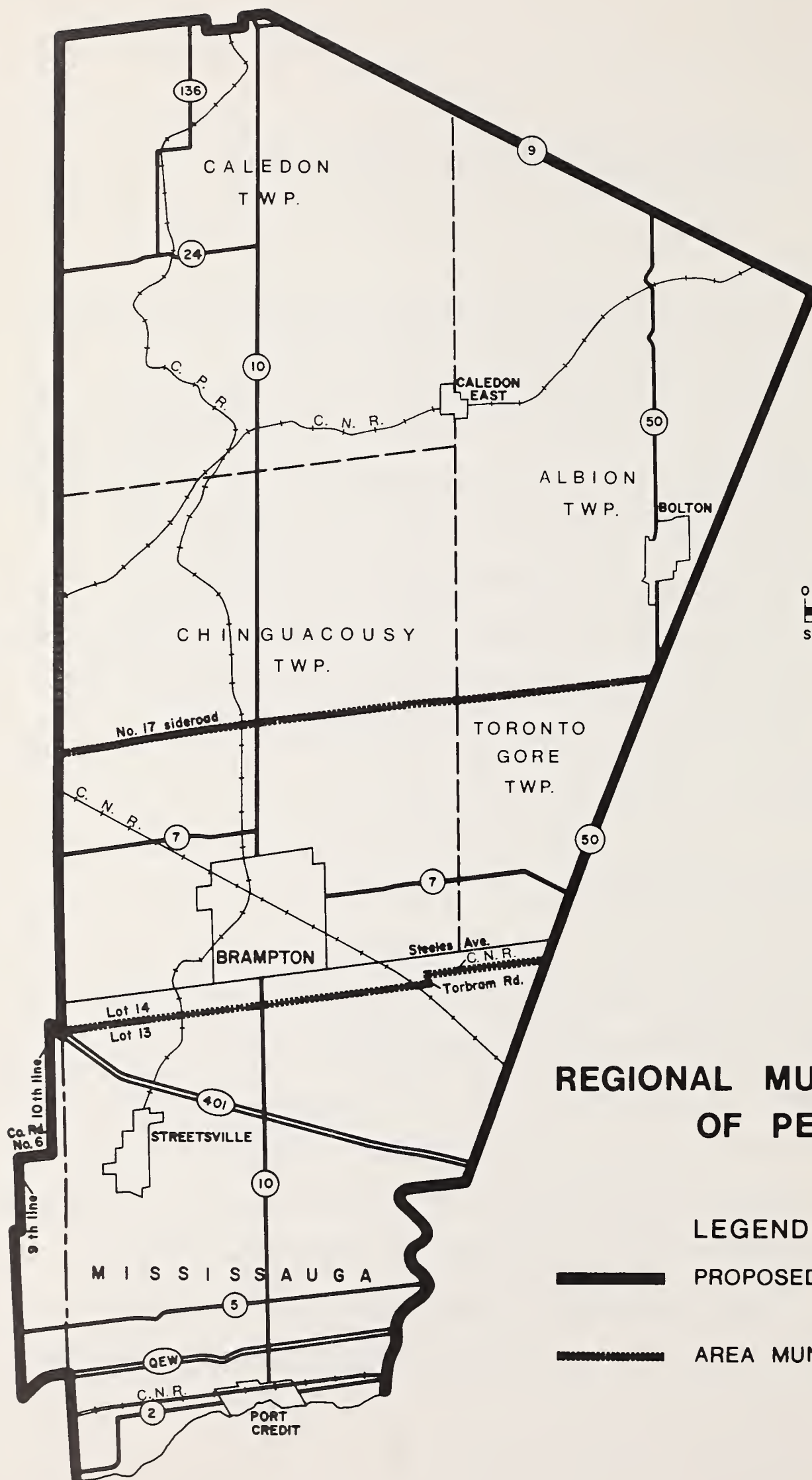
The Government of Ontario proposes establishment of a two-tier regional municipality in Peel.

In the government's view, the county can provide an adequate base for a regional government. Its population is rapidly growing beyond 260,000, and its expanding assessment base is now worth nearly \$3 billion.

The County of Peel has expressed a preference for a regional municipality covering only the present county area. The Ontario government's proposal involves a modification of this idea.


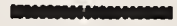
### PEEL REGION BOUNDARIES

The Ontario government proposes to have the southern, northern and eastern boundaries of Peel County serve as boundaries for the new region. The western boundary would remain as it is north of Highway 401. However, the portion of the western boundary south of 401 and north of the Queen Elizabeth Way would be modified to follow the western limits of the Credit River watershed. To Peel would be added an area bounded by Winston Churchill Boulevard (the



## REGIONAL MUNICIPALITY OF PEEL

### LEGEND

-  PROPOSED REGIONAL BOUNDARY
-  AREA MUNICIPAL BOUNDARIES

present boundary between Mississauga and Oakville), Highway 401, the Tenth Line in Oakville, County Road No. 6, the Ninth Line, and the Queen Elizabeth Way. The present boundary between Oakville and Mississauga would be maintained from the Queen Elizabeth Way south to Lake Ontario.

The extension of Peel into eastern Oakville has been endorsed by both Halton County and Peel County.

#### AREA MUNICIPALITIES IN PEEL

Ever since publication of Ontario's Design for Development -- Phase II in 1968, the province has been committed to a policy of reducing the number of municipalities. Peel County's brief took a bold step when it proposed only three municipalities for the region. In any municipality there are residents and leaders who understandably resist and resent any move that might cause their municipality to lose its identity.

However, local government will become effectively strong only if steps are taken to broaden the forum for debate and decision-making, and elected representatives are made more accountable at regional and local levels.

As well, suitable changes -- in boundaries and in responsibilities -- can do much to discourage the damaging intermunicipal competition fostered by the traditional structure.

The Ontario government therefore accepts in principle Peel's proposal for three area municipalities but suggests some significant alterations. The three, labelled here simply for working purposes as Southern, Central and Northern Peel, would shape up this way:

Southern Peel would comprise Port Credit, Streetsville, most of Mississauga, and the lands from eastern Oakville previously mentioned. Excluded from this municipality would be the portion of Mississauga lying north of the Canadian National rail line running through lots 14 between the Indian Line and Torbram Road. Also excluded would be lots 14 and 15 between Torbram Road and Winston Churchill Boulevard. The Mississauga lands excluded from Southern Peel would become part of Central Peel.

Central Peel would consist of Brampton, Toronto Gore Township, the Township of Chinguacousy south of 17 Sideroad, and the Mississauga lands excluded from Southern Peel.

These proposals would mean that developments along Steeles Avenue, a major artery, would be brought into one municipality. As well, the limitation on the northern boundary to 17 Sideroad approximates more closely the limits of the South Peel sewer service and water scheme and



approximates the division between zone 1 and zone 2 of the Toronto-Centred Region development concept.

One departure from the Peel County brief is the choice of 17 Sideroad in Chingacousy Township (instead of the township's northern boundary) as the northern boundary for Central Peel. The proposed boundary would reflect the area's projected future development.

Northern Peel would be composed of the villages of Bolton and Caledon East, the townships of Albion and Caledon and the portion of Chinguacousy Township north of 17 Sideroad.

#### REGIONAL COUNCIL REPRESENTATION

In keeping with the Peel County brief, the Ontario government proposes a regional council of 21 members plus a chairman. Ten members would come from Southern Peel, six from Central Peel and five from Northern Peel. Regrettably, this formula falls somewhat short of the goal of representation by population. However, it does satisfy another principle: that no one municipality should dominate the voting among a region's area municipalities. This formula has a second redeeming feature: it has been accepted unanimously by the elected representatives of the Town of Mississauga.

PROPOSED PEEL REGION  
MUNICIPAL STATISTICS

AREA MUNICIPALITY	ESTIMATED POPULATION #	ESTIMATED POPULATION %	REPRESENTATION ON REGIONAL COUNCIL #	REPRESENTATION ON REGIONAL COUNCIL %	POPULATION PER REP.	ESTIMATED EQUALIZED ASSESSMENT \$, 000	ESTIMATED EQUALIZED ASSESSMENT %	ESTIMATED SQUARE MILES #	ESTIMATED SQUARE MILES %
North Peel	17,500	6.6	5	22.7	3,500	199,500	6.2	274	56.6
Central Peel	72,000	27.2	6	27.3	12,000	805,500	25.2	93	19.2
South Peel	175,000	66.2	10	45.5	17,500	2,195,000	68.6	117	24.2
			Chair- man	4.5					
TOTALS	264,500		22			3,200,000		484	

POPULATION STATISTICS: 1971

EQUALIZED ASSESSMENT FIGURES: 1972



## REGIONAL MUNICIPAL PROPOSAL FOR HALTON

The Government of Ontario proposes a two-tiered municipality embracing all of Halton County (except the small part of eastern Oakville previously mentioned) plus the Village of Waterdown and the Township of East Flamborough, now part of Wentworth County.

Apart from these two additions, this proposal is is keeping with the Halton County brief.

The community of interest between Waterdown and the urban part of East Flamborough with the Town of Burlington has been recognized for some time. Even if the decision had been taken to include Burlington with Hamilton and Wentworth (as the Steele Report recommended) the Ontario government would still have proposed joining Burlington with Waterdown and East Flamborough. In the province's view, this amalgamation is necessary because Waterdown receives its water from the Aldershot part of Burlington, and these services need to be extended into East Flamborough.

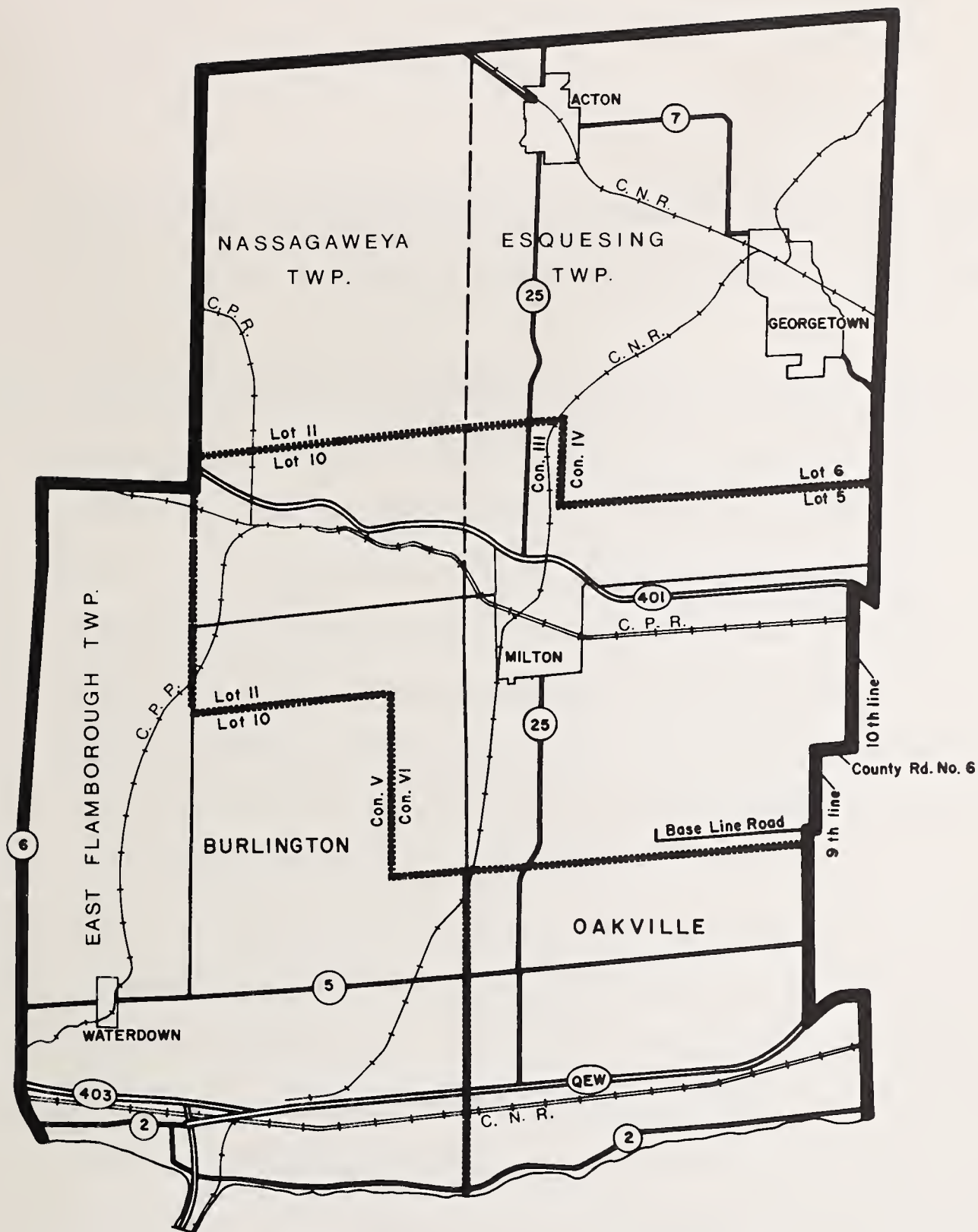
## AREA MUNICIPALITIES IN HALTON

The Ontario government endorses the idea of four area municipalities for Halton. Halton County itself suggested

three -- and is to be commended for wanting to reduce the present number of municipalities.

Milton suggested that a fourth municipality, centred on itself, should be included. The Ontario government believes there is much merit in Milton's point of view. A separate community of interest, centred on Milton, stretches across the middle of Halton County. There are many residents who do not look to the northern part of the county for their community services but turn instead to Milton.

However, the Ontario government proposes boundaries somewhat different from those suggested by Milton. It is proposed here to draw the boundary far enough south to include North Oakville and North Burlington -- both part of the development plans for the Toronto-Centred Region. Within a few months, the province will announce the width and location of the parkway corridors that will separate these growth centres from their southern counterparts. When those corridors are fixed, the permanent southern boundary for Central Halton will be adjusted to coincide with the parkway. Meanwhile, readers are cautioned not to put too literal an interpretation on the line now appearing on the map; it could vary considerably one way or the other.



## REGIONAL MUNICIPALITY OF HALTON



- PROPOSED REGIONAL MUNICIPALITY
- AREA MUNICIPAL BOUNDARIES

The four proposed area municipalities would be made up in this way:

Burlington, as an area municipality, would take in the major part of the present Town of Burlington, plus the Township of East Flamborough and the Village of Waterdown. The part of Burlington not included in this area municipality would be the L-shaped strip running across the town's northern edge, north of Kilbride, and down the east side to a point near Zimmerman. This strip would become part of the Central Halton area.

Oakville area municipality would have an eastern boundary with Mississauga as described earlier. The western boundary with Burlington would remain unchanged. The northern boundary with Central Halton would be located far enough south to leave the proposed North Oakville community (referred to in the Toronto-Centred Region concept plan) in Central Halton.

Central Halton's southern boundary follows the northern boundary of Oakville area municipality (see above). The northern boundary would be formed by a line starting in the western boundary of Nassagaweya Township and proceeding easterly on the line between lots 10 and 11 to a point east of Highway 25 between concessions 3 and 4 in Esquesing Township. From there it would proceed southward to a point



near Mansewood between lots 5 and 6, then turn eastward to the boundary between Esquesing and Chinguacousy townships.

North Halton, for which a permanent name has not yet been selected, would be made up of Acton, Georgetown and the northern two thirds of Nassagaweya and Esquesing townships.

Under the Toronto-Centred Region plan, no major growth would be permitted in the northern municipality: any major urban growth occurring in the region would take place south of the line between zones 1 and 2 of the Toronto-Centred Region plan -- a line passing just north of the present Town of Milton.

#### REPRESENTATION IN HALTON REGION

The Ontario government proposes a regional council for Halton consisting of 23 representatives including the chairman. Of the 22 councillors, nine would represent Burlington; six Oakville; three Central Halton and four North Halton.

PROPOSED HALTON REGION  
MUNICIPAL STATISTICS

MUNICIPALITY	ESTIMATED POPULATION		REPRESENTATION ON REGIONAL COUNCIL		POPULATION PER REP.	ESTIMATED EQUALIZED ASSESSMENT		ESTIMATED SQUARE MILES	
	#	%	#	%		\$ , 000	%	#	%
Burlington	93,000	47.0	9	39.1	10,333	855,095	43.0	108	26.6
Oakville	59,000	29.8	6	26.1	9,833	720,760	36.2	67	16.6
Central Halton	14,500	7.3	3	13.0	4,833	155,046	7.8	92	22.8
North Halton	31,500	15.9	4	17.4	7,875	258,716	13.0	138	34.0
			Chair-man						
TOTALS	198,000		23			1,989,617		405	

POPULATION STATISTICS: 1971

EQUALIZED ASSESSMENT FIGURES: 1972



## REPRESENTATION IN PEEL AND HALTON

Since both Peel and Halton would be two-tiered regions, there would be a council for the region and a council for each of the area municipalities. The Ontario government invites local representatives and citizens to present their views as to how many members the area councils should have and how they should be elected -- at large or by ward. If a ward system is favoured, the province will need advice in delineating wards for the first election.

## REGIONAL COUNCILS

The Ontario government proposes to have all regional councillors serve as local councillors too. This arrangement means a heavy workload for regional councillors, but it aids co-ordination and priority-setting at both levels. In the province's view, this indirect method of election best serves the interests of taxpayers by compelling local councils to keep regional priorities in mind when setting local spending policies. Such an arrangement is based on the premise that while the responsibilities of regional and area councils differ, they are both financed by the same taxpayers and must share this revenue with that point in mind.

## AREA COUNCILS

Not all area councils within a region need to elect their regional representatives in the same way. In Waterloo region, for instance, the new City of Cambridge and the City of Kitchener elect their regional councillors in different ways. In Cambridge, councillors themselves elect four of their own members to serve as regional councillors. In Kitchener, where councillors are elected at large, the top eight in the last election automatically become regional councillors as well as city councillors.

Other arrangements may appeal more to local representatives and electors in Peel and Halton. The Ontario government invites suggestions on this question.

## CHAIRMEN

Since there will be much work to do even before the council elections and because full-time chairmen will be required for the two regional councils, the province intends to appoint chairmen for the first term. From then on, regional councils would elect chairmen themselves, choosing any of their own members, or some other person.

## DIVISION OF FUNCTIONS IN PEEL AND HALTON

Here is how the Ontario Government believes functions could be most effectively divided in Halton and Peel between each regional government and its area municipalities. (Exactly the same principles, and many of the same details, would apply if a two-tier government were established in the Hamilton-Wentworth region.)

### PLANNING

#### Planning Area

Each regional council would have the responsibilities of a planning board. The jurisdiction of the Metro Toronto Planning Board, now extending into parts of Peel County, would be withdrawn to Metro's boundary. This is an essential change, since it is important for planning and political jurisdictions to coincide. (The Province is responsible for co-ordinating planning between adjacent regions.)

#### Official Plans

Halton and Peel would each be designated a planning area, and their regional councils would be required to prepare a regional plan within a specified number of years after

incorporation of the regional municipality. The new area municipalities would be designated as subsidiary planning areas. Each would prepare a detailed plan within the framework of the regional plan. An area municipality's official plan would have to conform to the regional plan; otherwise it would not be approved.

Until new official plans were ready, existing ones would remain in force, but could be amended with approval of the regional council and the Minister. Once the regional plan was approved by the Minister, existing local plans would have to be amended to conform.

#### Subdivision Agreements

Area councils would have primary responsibility for subdivision agreements. The region should be able to help the area municipalities develop good design standards for subdivisions and uniform agreements with subdividers. Where regional services or responsibilities were involved, the region would be able to enter into subdivision agreements with area municipalities or with individuals.

The Minister would continue to be responsible for subdivision applications but would seek the region's view as to whether a proposed subdivision suited the region's priorities. The legislation incorporating Peel and Halton



regions would contain provisions under which any of the Minister's powers of approval under The Planning Act could be delegated to the regional council, once the region had adopted an official plan and had it approved by the Minister.

### Zoning

Zoning would be a responsibility of the area municipalities (which of course would have to proceed according to official plans.) Minor zoning variances could be permitted by committees of adjustment of area municipalities. Severances would be adjudicated by a regional land division committee.

### WATER AND SEWERS

The regional municipalities would be responsible for water and sewer services, carrying on existing arrangements or making new ones with the Ministry of the Environment. For instance, the local relationship with that Ministry in regard to the Provincial South Peel Water and Sewer System would be the regional government's concern.

There are sound reasons for not splitting municipal water and sewerage functions in Peel and Halton. A unified arrangement would strengthen each region's planning ability and simplify administrative procedures. More particularly, it would enable the regions to cope more readily with heavy growth.



### Land Drainage

Land drainage would, in general, be a local responsibility, but the region would control storm drains on regional roads. As well, the region could designate any trunk storm sewers or trunk drains as regional, take them over, and operate them.

## TRANSPORTATION

### Public Transit

The Ontario government proposes to make public transit a regional responsibility at the option of the regional council. This proposal follows the pattern established in Sudbury and Waterloo regions. Effective municipal transit systems should get high priority in Halton and Peel if these regions are to handle the rapid growth expected.

The Ontario government is placing increasing emphasis on public transit as a means of reducing traffic congestion and protecting the environment from pollution from automobile exhausts.

The province's concern over public transportation was emphasized in Premier Davis' statement, "A New Way To Go," last November 22. The Province believes that if each region had its own unified public transit system, local transportation would be more efficient and the regions would have a better chance of integrating their systems with the province's.

### Roads

Local streets would be the responsibility of area municipalities. Regional roads (initially the county road system) would be handled by the region, which could designate other roads as regional and could build major new arteries after consultation with the Ministry of Transportation and Communications.

### Traffic Control

As urbanization of the regions continues, the need for effective traffic controls will increase. This need can be met best if each region operates a unified system.

### Parking

The regional governments, having responsibility for traffic control and public transit, should have ultimate responsibility for the associated problems of parking. However, there is logic in having the region share this concern with its area municipalities. Therefore, purely local problems of parking would be handled by the area municipalities. But if conflicts over parking arise between the area municipality and the region, the regional council would have the final say.

## HEALTH AND WELFARE

Welfare would be a regional responsibility in Halton and Peel (as it is in other regions) and the regional councils would make the municipal appointments to the Boards of Health.

## POLICE PROTECTION

In keeping with the policy prevailing in most other regions, police protection would be a regional responsibility. Other regions have found this arrangement spreads the cost more equitably, provides greater flexibility in the use of manpower, and makes it practical for the police force to employ specialists.

## FIRE PROTECTION

Unlike policing, fire protection is a function that seems to operate best when administered locally. However, the region would appoint a fire-co-ordinator to prepare and take charge of an emergency plan for area fire departments.

## LICENSING

The Ontario Government believes this responsibility should be divided between the region and the area municipalities.

Some activities can be classed as strictly local and should be licensed as such. Others, broader in character, would seem to need regional licensing. The Province would like to consult with municipal representatives in Peel and Halton to work out a suitable division of licensing responsibilities.

#### COUNTY FORESTS

The regions would take over responsibility for county forests.

#### PARKS AND RECREATION

The Ontario government proposes to make parks and recreation a local responsibility. However, the region could be empowered to establish its own parks.

#### CONSERVATION AUTHORITY

Conservation authorities in the regions would continue to function but municipal appointments to them would now be made by the regional council.

#### GARBAGE COLLECTION AND DISPOSAL

Local area municipalities would collect garbage and the region would dispose of it.



## INDUSTRIAL DEVELOPMENT

Since the promotion of industrial development is closely related to the planning of land use, the region should also handle this function.

## EMERGENCY MEASURES

These measures should be regional so that the resources of the whole region can readily be brought into play during an emergency.

## HYDRO COMMISSIONS

The Ontario government is now studying the Report of Task Force Hydro, which deals with the status of municipal hydro commissions. From this study may come a general statement of government policy on the relation of hydro commissions to regional governments. If changes in the status of hydro commissions are indicated by that policy statement, appropriate steps would be taken in Peel and Halton regions. Until then the existing hydro commissions will continue for the distribution of electric power. Responsibility for the supply and distribution of water and other functions not related to hydro will become the responsibility of regional council.



#### TAX COLLECTION

The Ontario government proposed to have area municipalities handle tax collection, as they do in other regions. However, since a technical report from Halton suggested that tax collection could be regional, this matter is open for discussion.

#### CAPITAL BORROWING

Authority to borrow capital would rest exclusively with the regional councils. By serving as borrowing agent for its area municipalities as well as for itself, a region could probably obtain preferential rates on the market. At the same time it could keep its borrowing in line with its other long-range policies.

## A REGIONAL MUNICIPALITY OF HAMILTON-WENTWORTH

### TWO ALTERNATIVES

Instead of a single proposal for regional government in the area of the City of Hamilton and the County of Wentworth, the Ontario government asks local leaders and residents to consider two alternatives:

1. A compact, single-tier regional municipality, which in the government's opinion, would offer important advantages in electoral arrangements, in fiscal arrangements and in administration of municipal services.
2. A two-tier regional municipality, somewhat larger than the single-tier would be, and consisting of five area municipalities.

### THE NEED FOR REFORM

Whichever alternative they favour, municipal leaders and residents familiar with the problems of the city and surrounding county are virtually unanimous in agreeing that some form of new local government is needed. As an internationally-known industrial city, Hamilton continues to experience urban growth, even though the expansion of heavy industry has been limited. This growth, a fundamental

cause of municipal problems in the area, has been spilling over into neighbouring communities, especially into Saltfleet and Ancaster townships, which now have large urban populations.

The resulting pressure for housing and community services has caused serious difficulties for surrounding municipalities, which have been hard pressed to manage financing, physical development and rational planning within the present system.

The Province is anxious to see Hamilton-Wentworth become a strong regional municipality over the next several years. Some very difficult questions must be settled about growth in this area. Some of these will arise with development of the Toronto-Centred Region, of which Hamilton-Wentworth is the western anchor. Some will be basic problems of growth. Others will involve the parkway belts soon to be set out in Peel and Halton counties to terminate in Hamilton-Wentworth.

Transportation links with nearby regions will have to be designed. Certain questions relating to the future of the Niagara Escarpment must be resolved in Hamilton-Wentworth. The Niagara Escarpment Task Force Report, soon to be released, will have considerable impact on planning and development. Moreover, it will require a strong and positive response from local governments.

These and other issues demand tough decisions -- decisions the Province cannot make, and act upon, alone. It needs Hamilton-Wentworth as a strong partner to help make and carry out these decisions. Such a partnership, in the Province's view, is not possible without fundamental changes in the present city-county relationship.

The Ontario government believes those changes should result in creation of either a compact, single-tier municipality strongly attuned to the region's urban needs, or a two-tier regional municipality, for which there is known to be a strong desire on the part of some local leaders.

To be classed as a region instead of simply as a large conventional city, a municipality must meet these criteria:

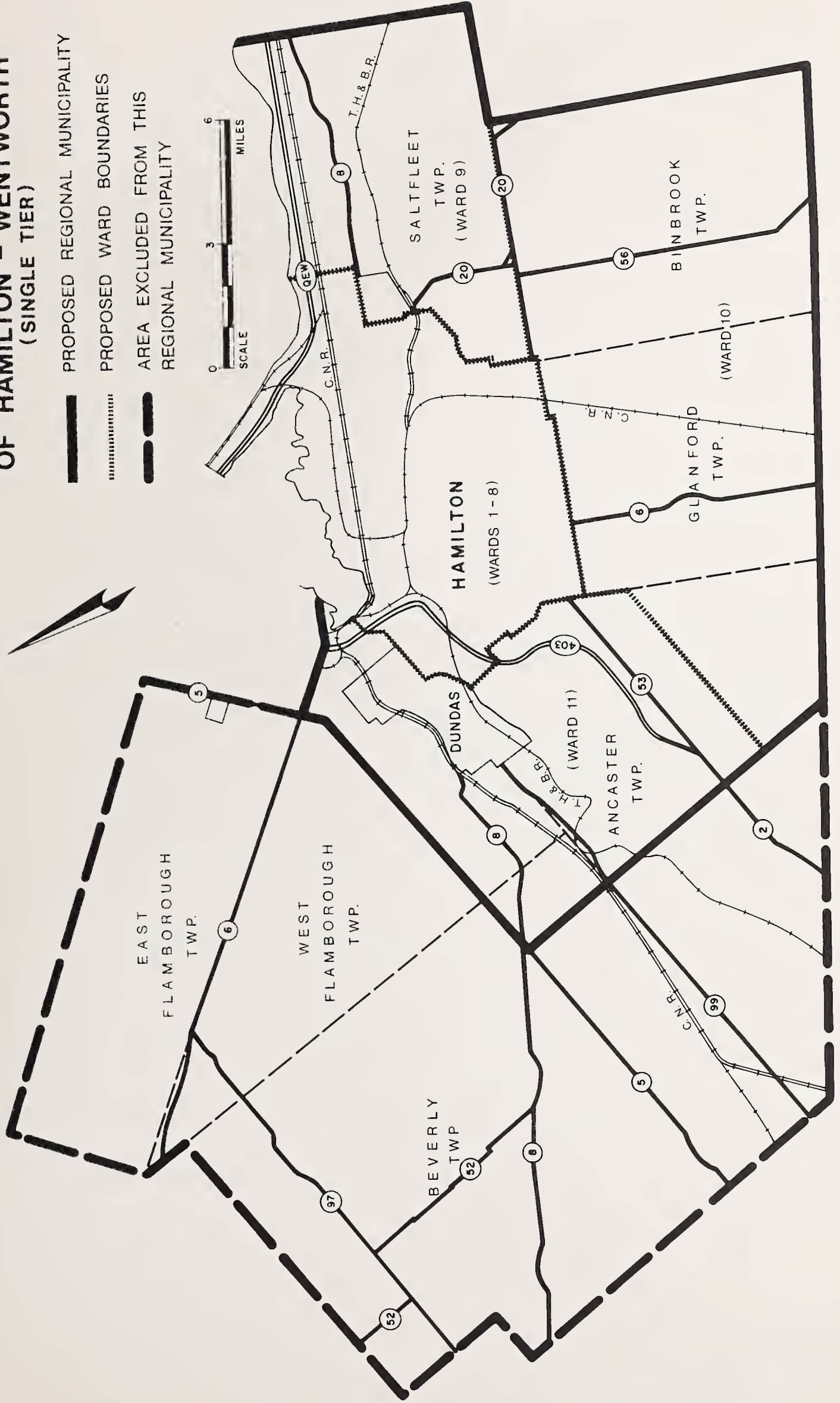
1. Community of interest between urban and related rural areas.
2. An adequate tax base to achieve economies of scale.
3. A minimum population of 150-200,000.

The proposal to include Burlington in the Regional Municipality of Halton has implications for the structuring of a regional municipality in Hamilton-Wentworth. With Burlington excluded from Hamilton-Wentworth, a single-tier system would be a good way, in the Ontario government's opinion, of offsetting the imbalance in voting that would



# REGIONAL MUNICIPALITY OF HAMILTON - WENTWORTH (SINGLE TIER)

- PROPOSED REGIONAL MUNICIPALITY
- PROPOSED WARD BOUNDARIES
- AREA EXCLUDED FROM THIS REGIONAL MUNICIPALITY







occur in a two-tier system.

At the same time, the government realizes that a two-tier system could offer a flexible way of governing a wider area.

## THE SINGLE-TIER ALTERNATIVE

### Regional Boundaries

The Ontario government proposes a single-tier regional municipality comprising the areas of the City of Hamilton, Stoney Creek, Saltfleet Township, Binbrook and Glanford townships, Dundas and eastern Ancaster Township, the south-east corner of Beverly Township below Rockton, and the part of West Flamborough Township around Bullock's Corners and Greensville, or roughly that part south of Highway No. 5.

As described earlier, in the proposal for Halton region, Waterdown and East Flamborough would be included in Halton.

West Flamborough Township and the major part of Beverly Township would become part of Waterloo region by forming an eighth municipality there and sending one representative to that regional council.

However, the people of West Flamborough might prefer to be included with Waterdown and East Flamborough in Halton. The Ontario government would be pleased to discuss these alternatives with local representatives.

The rural portion of Ancaster Township could be amalgamated with the Township of Brantford in Brant County.

Parts of Beverly Township around the villages of Lyden and Troy might be included in Brant County.

All these variations are open for discussion.

### Hamilton-Wentworth Council

Hamilton now has eight wards with two aldermen each. The Ontario government proposes to create three additional wards in the parts of Wentworth being included in this municipality. They would also have two aldermen each, for a council of 22 members, including a chairman elected from among their own number.

One suggestion is for the three new wards to be made up this way:

1. Stoney Creek and Saltfleet.
2. Binbrook-Glanford and the part of Ancaster Township near the Mount Hope airport.
3. The Town of Dundas plus parts of West Flamborough, Beverly and Ancaster townships.

The Province welcomes alternate suggestions for creating these wards.

### Hamilton's Board of Control

The Ontario government believes that the Board of Control, now part of Hamilton's administration, should be dissolved for two basic reasons:

PROPOSED HAMILTON-WENTWORTH REGION - ONE-TIER

MUNICIPAL STATISTICS

WARDS	ESTIMATED POPULATION #	%	POPULATION PER REP.	ESTIMATED EQUALIZED ASSESSMENT \$, 000	%	ESTIMATED SQUARE MILES #	%
WARDS 1-8 Present Hamilton	306,000	80.7	19,125*	2,666,000	80.6	48	18.6
WARD 9 Saltfleet- Stoney Creek	27,000	7.1	13,500	240,000	7.3	37	14.3
WARD 10 Glanford, Binbrook, Ancaster (Part)	10,000	2.6	5,000	72,000	2.2	77	29.8
WARD 11 Dundas, Ancaster (Part), Beverly (Part), W. Flamborough (Part)	39,000	10.2	19,500	329,000	9.9	96	37.2
TOTALS	382,000			3,307,000		258	

\*Average

N.B. EACH WARD WOULD HAVE TWO REPRESENTATIVES.

POPULATION STATISTICS: 1971

EQUALIZED ASSESSMENT FIGURES: 1972



First, the method of selecting the Board of Control would be unfair to voters outside the present City of Hamilton. Because the population is so heavy within the city, any candidate popular within Hamilton could win a seat on the Board of Control without gathering so much as a single vote from what is now Wentworth County. Thus, voters outside the present city could find themselves governed partly by a board of control which no one in Wentworth had voted for.

A second reason is even more important. The present system, which amounts to the election of two councils, confuses accountability. The Board of Control has certain statutory powers over budgets and contracts, and these powers are hard to upset. In some situations, the board becomes a council within a council, making aldermen seem redundant.

The Ontario government is convinced that the best way to set out clear lines of authority and make the elected representatives accountable to the people is to place as many powers as possible in the hands of a single, elected council without interposing a board of control.

### Head of Hamilton-Wentworth Council

Since this is to be a one-tier regional municipality rather than a conventional city, the head of council would be known as chairman and would be appointed by councillors from among their own members. The alderman chosen as chairman would also continue to represent his ward.

In a variation from practice in other regions, where the chairman has a vote on council only in the event of a tie, the chairman in this case would be entitled to vote just as any other ward alderman.

### THE TWO-TIER ALTERNATIVE

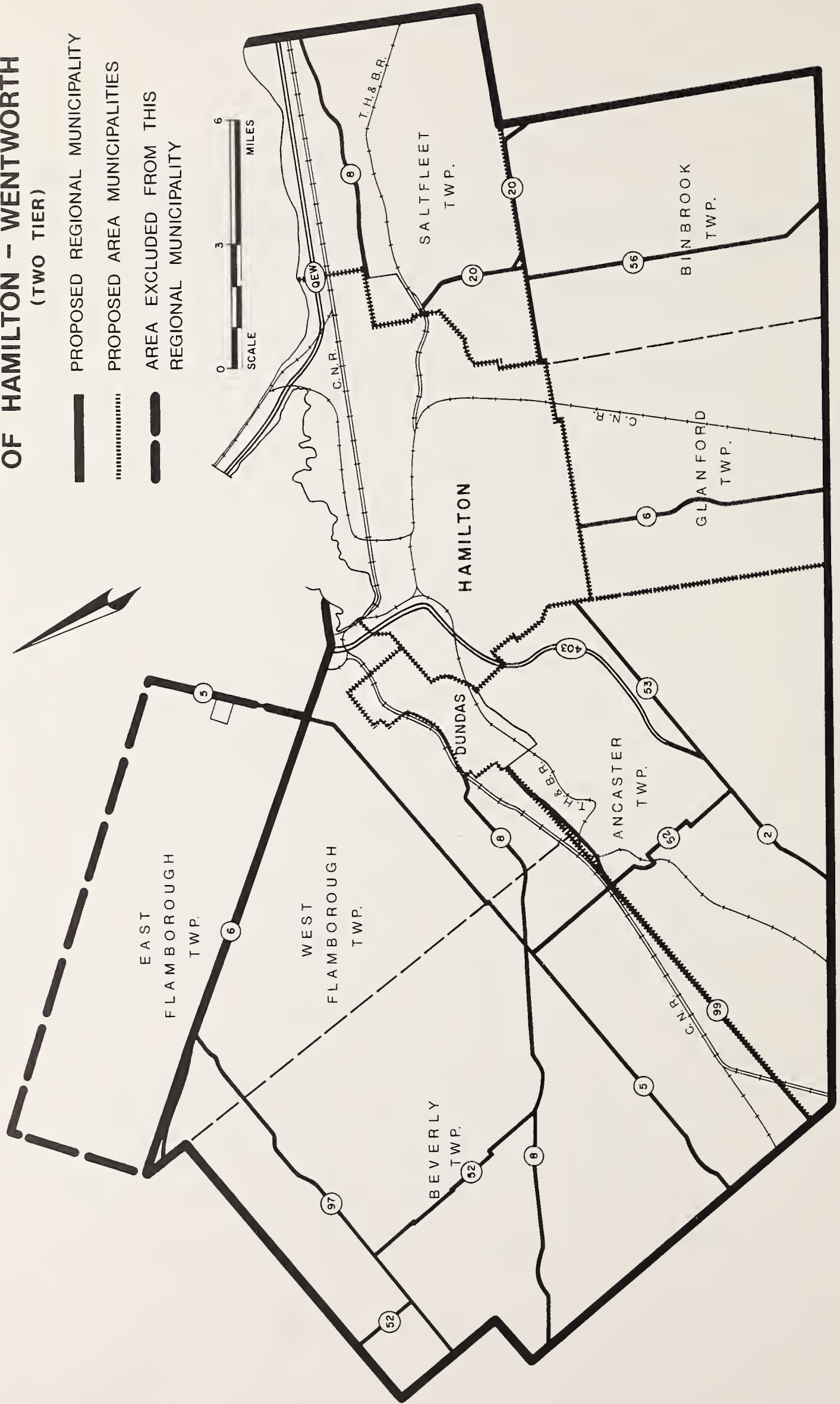
#### Regional Boundaries

As an alternative to a single-tier administration, the Ontario government suggests a two-tier system based on a broader area. The region would include all of Hamilton and Wentworth except the Village of Waterdown and the Township of East Flamborough, which would both become part of the area municipality of Burlington in the new Regional Municipality of Halton. One advantage of the two-tier system would be the region's ability to respond more readily to any proposals that might be made to have neighbouring areas become part of Hamilton-Wentworth. (Such proposals

would be less feasible in a single-tier system because it would be strongly oriented to the urban core.)

# REGIONAL MUNICIPALITY OF HAMILTON - WENTWORTH (TWO TIER)

-  PROPOSED REGIONAL MUNICIPALITY
-  PROPOSED AREA MUNICIPALITIES
-  AREA EXCLUDED FROM THIS REGIONAL MUNICIPALITY





### Area Municipalities

The Ontario government suggests that if a two-tier region is created, it should be made up of five area municipalities embracing the existing nine. (There are eleven in Wentworth now, but two would become part of Halton region.)

Hamilton-Wentworth's five area municipalities would be:

1. Hamilton, retaining its present boundaries.
2. Saltfleet-Stoney Creek, amalgamated to form a new municipality.
3. Binbrook and Glanford, amalgamated.
4. Dundas and Ancaster, amalgamated.
5. Beverly and West Flamborough, amalgamated.

### Regional Council Representation

In a two-tier system, the region would have 24 councillors plus a chairman. Hamilton would seat 16 of these, and the other area municipalities two each. As in the other regions proposed, these representatives would also serve on the councils of their area municipalities.

PROPOSED HAMILTON-WENTWORTH REGION - TWO-TIER

MUNICIPAL STATISTICS

MUNICIPALITY	ESTIMATED POPULATION		REPRESENTATION ON REGIONAL COUNCIL		POPULATION PER REPRESENTATIVE	ESTIMATED EQUALIZED ASSESSMENT		SQUARE MILES	
	#	%	#	%		\$, 000	%	#	%
Hamilton	306,000	78.5	16	64.0	19,125	2,666,000	79.5	48	12.7
Saltfleet- Stoney Creek	27,000	7.0	2	8.0	13,500	240,000	7.0	37	9.8
Binbrook-Glanford	10,000	3.0	2	8.0	5,000	72,000	2.0	77	20.4
Dundas-Ancaster	32,000	8.0	2	8.0	16,000	273,000	8.0	73	19.3
Beverly-West Flamborough	14,000	3.5	2	8.0	7,000	115,000	3.5	143	37.8
			Chair- man	4.0					
TOTAL	389,000		25			3,366,000		378	

POPULATION STATISTICS: 1971

EQUALIZED ASSESSMENT FIGURES: 1972

Division of Responsibilities

If the two-tier alternative were chosen, responsibilities for various functions and services would be divided between the region and its five area municipalities in much the same way as proposed for Peel and Halton (see earlier section.)

Under either alternative -- single-tier or two-tier -- the City of Hamilton would no longer have a Board of Control.

## FINANCIAL ASPECTS OF THE REGIONAL PROPOSALS

The Government of Ontario recommends that a committee be formed in each proposed regional area to examine the financial implications of these proposals. Each committee would consist of the treasurer or clerk-treasurer of each existing municipality, plus some members of the province's finance staff and possibly some of the government's municipal organization people.

These committees' reports, available to local representatives, would provide guidelines for financial arrangements.

Until the regions were operational, the committees would continue to meet, dealing with financial questions as they arise.

### PROVINCIAL ASSISTANCE

Under The Regional Municipal Grants Act, regional municipalities receive an annual per capita grant. This would be paid out to the areas west of Metro, in lieu of the present unconditional per capita grants.



The formula calls for a basic \$8 per capita plus \$3.25 per capita where a regional police force is established, and a further amount based on population sparseness.

In 1972, the unconditional grants to the three areas under consideration amounted to about \$7 million. Regional municipal grants there would total about \$10 million. The province would thus contribute an additional \$3 million a year in grants to the areas.

The Province may also make discretionary payments to regional and area municipalities where the impact of changes in local tax structure are severe, and to help develop regional services.

In keeping with its practice elsewhere, the province would pay certain initial costs of establishing regional municipalities. These traditionally include the chairman's salary for his first term of office, the cost of the first elections, and assistance towards management and other studies.

Other assistance would be provided in the form of personnel from the ministry. These people would help with organizational and other problems arising in the initial stages.

As well, the province would provide a chairman for each committee of arbitrators. These committees are set up whenever a municipality is being split up among two or more area municipalities. Treasurers of the affected municipalities make up these committees, and their job is to recommend appropriate ways of dividing assets and liabilities.

#### OTHER PROVINCIAL GRANTS

No major changes in the level of other grants are proposed at this stage, but provision will be made to preserve the existing grant levels as a minimum.

#### LEVIES

The region would apportion its costs to each area municipality according to a weighted, equalized assessment. The region would then reduce the levy on each area municipality by its share of the regional municipal grants.

In a similar way, each area municipality would apportion its net costs (plus its share of regional costs) to each merged area, also according to the weighted, equalized assessment.

The area municipality would continue to have the power to levy special area rates. As in other parts of Ontario, the regional municipalities would have the option

of charging for certain regional services such as water and sewers over the areas benefitting from them.

#### TRANSITIONAL ARRANGEMENTS

The regional legislation would empower the Minister, over an appropriate period, to phase in tax increases or decreases caused by the restructuring.

#### EXISTING ASSETS AND LIABILITIES

The legislation would contain provisions to protect existing surpluses. Any surplus, including a reserve, would accrue to the benefit of present local taxpayers. Conversely, any deficit would become a charge on the taxpayers who had enjoyed the underlevy. Under these provisions a municipality could not gain any advantage by depleting its surpluses and reserves in the year before regional government came into effect.

Assets related to services that became regional would vest in the regional corporation, as would any outstanding debt associated with those assets. In line with a policy followed for all regions created since Metropolitan Toronto, no direct payment would be made for assets transferred.

PUBLIC RESPONSE IS INVITED

Over the next two months the Ontario government hopes to hear from all municipal leaders and residents who have comments and suggestions to make about these proposals.

While these proposals are the result of long and careful study they are by no means a statement of final government policy. On the contrary, they are offered as talking points for public discussion.

Anyone with a submission to offer is urged to send it to the Minister no later than March 31, 1973.

His address is:

The Honourable John White,  
Treasurer of Ontario,  
Frost Building South,  
Queen's Park,  
Toronto, Ontario.



## Appendix

### FINANCING REGIONAL GOVERNMENT

#### Some Questions and Answers

This appendix is included with these proposals to provide answers to the questions most frequently asked about the financing of regional governments. For further information, you are invited to call one of the people mentioned in the answer to the last question.

#### I Cost Sharing, Levies and Mill Rates

Q. How are the costs of regional services apportioned to the area municipalities?

A. The net costs (after provincial subsidies but before application of the Regional Municipal Grant) are apportioned to each area municipality in the proportion that its weighted, equalized assessment (W.E.A.) bears to the W.E.A. of the whole region.

i.e. 
$$\frac{\text{Area Municipality WEA}}{\text{Total Regional WEA}} \times \text{Net Regional Costs}$$

= Area municipality's share of Net Regional Costs

Q. How is W.E.A. Calculated?

A. It is the sum of  $\left[ (85\% \times \text{local residential and farm assessment}) + (100\% \times \text{local commercial and industrial assessment}) \right] \times \frac{100}{\text{Equalization Factor}}$

The local assessment includes an assessment equivalent for payments in lieu of taxes, university taxation and parks assistance. Only 85% of local residential and farm assessment is included in the apportionment because the residential and farm mill rate is fixed at 85% of the commercial and industrial mill rate (see below for calculation of mill rates).

Q. How does each area municipality recover its costs?

A. Under the regional legislation the net costs of the new area municipality (which consists of two or more "merged areas") together with its share of the net regional levy, are apportioned to the "merged areas" on the basis of their W.E.A. (but excluding assessment equivalents for payments in lieu etc.). This will continue until province-wide reassessment at market value is completed.

Q. Is there any appeal against the apportionment?

A. An area municipality may appeal its assessment to the Ontario Municipal Board within 30 days. There is no appeal against the merged area assessment.

Q. Will area municipalities be informed about the weighted equalized assessment before it is used for apportionment?

A. Yes, representatives of the Ministry of Revenue and the Ministry of Treasury, Economics and Intergovernmental Affairs will be available to give full cooperation and advice to both the existing and new area municipalities.

Q. How are mill rates calculated?

A. The Regional Municipal Grants Act outlines the procedure:

$$\frac{\text{Net area municipality costs} + \text{share of regional levy}}{\begin{array}{l} (85\% \text{ Local Res. \& Farm Assessment}) + \\ (100\% \text{ Local Com. \& Ind. Assessment}) \end{array}} \times 1,000$$

= Commercial and Industrial Mill Rate.

Residential = 85% x Com. and Ind. Mill Rate.

This is subject to items (1), (3), (4) and (5) in the following answer.

Q. Will there be different mill rates for parts of the new area municipalities?

A. Yes, initially, for all or some of the following reasons:

(1) different levels of local assessment, relative to market value, in the merged areas which comprise the new area municipalities,

(2) school mill rates, which continue to be levied on the basis of former local municipalities and school areas,

(3) urban service areas,

(4) special area rates,

(5) transitional adjustments (see section III).

## II Provincial Subsidies

Q. What additional subsidies will become available?  
How are they calculated? To whom are they paid?

A. The Regional Municipal Grant replaces the Municipal Unconditional Grant, and the former is more generous. A basic amount of \$8 per capita is payable, plus \$3.25 per capita for regional police, and a further per capita sum varying between \$5 and NIL, in \$1 steps, depending on the sparseness of settlement (households per acre) of each area municipality -- the more sparse the area the greater the grant.

The grant is paid to the region, which deducts the appropriate amount from each area municipality's share of net regional costs. In essence, the benefit flows directly to the area municipality.

Q. Are road subsidies reduced when local municipalities with differing subsidy rates are merged?

A. No, they are protected under The Municipal Subsidies Adjustment Act.

Q. Will the province assist with the initial organization expenses of the new regions?

A. Yes. The province will pay the salaries and expenses of the chairmen for their first terms, and the cost of the first elections, salaries of regional staff from the date of appointment until the following January 1, and contributions will also be made towards certain other initial expenses of the region.

In addition, provincial staff will be available to assist the regions and area municipalities in every way they can. This includes designing administrative and accounting systems, highway, sewage and water studies and fire protection studies.



### III Transitional Adjustments

Q. Will steps be taken to prevent sudden shifts in tax burden due to regional government?

A. Yes. In other regions, a scheme of transitional adjustments has been introduced for phasing in any increases or decreases in tax levies over a five-year period.

Transitional adjustments are a highly flexible mechanism to help reduce the impact of tax increases (and decreases) caused by changes in the basis of cost sharing. They are not designed to compensate for increased local spending, nor are they a permanent feature of the regional system. In certain circumstances, the province can make payments to minimize changes in the incidence of local taxation and to promote the development of services on a regional basis. Like transitional adjustments, these payments are phased out over five years.

### IV Assets and Liabilities

Q. What happens to a municipality's surplus (or deficit) at the end of the year before regional restructure is introduced?

A. The legislation protects any surplus for the benefit of the taxpayers who created it, and similarly requires taxpayers responsible for any deficit to meet that deficit, over a period of up to five years, if necessary.

So there is no advantage to the taxpayers of an existing municipality in reducing the surplus prior to regional government.

Q. What happens to reserves and reserve funds?

A. Reserves are earmarked for the benefit of the taxpayers who created them, that is, they are treated in the same manner as surpluses.

Reserve funds are to be used for the purpose set out in the by-law creating them. In general, where a reserve fund was set up specifically for a service which becomes solely a regional responsibility, then the reserve fund will also become regional. Otherwise, the reserve fund remains as an area municipality responsibility.

Q. What happens to the assets and liabilities of a county?

A. They vest in the regional corporation.

Q. Will the cities make any contribution towards matching a county surplus?

A. Yes, the legislation will provide for this. But the cities will not be expected to contribute towards making good any county deficit.

Q. When services are transferred from local municipalities to the region, will the municipalities receive any compensation for the assets which are transferred?

A. No, but the region will assume any outstanding debt on the assets transferred.

Q. When an existing municipality is divided between two or more new area municipalities, who determines the disposition of assets and liabilities?

A. The Minister appoints committees of arbitrators consisting of treasurers and clerk-treasurers of the affected municipalities which recommend how the assets and liabilities should be divided. These recommendations may be appealed to the O.M.B. in the event of a dispute. In other restructured areas, it has not been necessary to utilize the O.M.B. appeal provision.

Q. Will there be a provision in the Act which prevents an existing municipality disposing of its assets

prior to the restructure?

A. Yes, this has been a standard provision.

V Borrowing

Q. Can an area municipality borrow temporarily pending the issue of debentures on its behalf by the region?

A. Yes, either the area municipality can continue to do this or the region does it at the request of the area municipality.

Q. Can both the region and the area municipality borrow for their current purposes until tax levies are received.

A. Yes, the area municipality still has the power under The Municipal Act and the region is given the power in The Regional Act.

VI Other

Q. Does the area municipality have any control over the level of spending by the regional council?

A. Yes, every area municipality is represented on the Regional Council, and their representatives have a direct influence on the Regional Council's policies and priorities.

Q. Whom do I contact in the Provincial Government regarding regional government?

A. Mr. A. K. Meen, Parliamentary Assistant to the Treasurer of Ontario, is handling the restructuring of the Peel, Halton and Hamilton-Wentworth areas; his telephone number is 416-965-7920.

Staff of the Ministry are also available:

- (1) for matters concerning the restructuring boundaries, representation, progress, briefs etc. -- Municipal Organization Branch, 416-965-6934;
- (2) for financial aspects concerning the restructuring -- Municipal Fiscal Development Branch, 416-965-1055.



JS Ontario. Ministry of  
1721 Treasury, Economics and  
.06 Intergovernmental Affairs  
.T69

Proposals for local  
government reform in the  
area west of Metropoli-  
tan Toronto.



Ontario

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